

Message Text

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ORIGIN SS-25

INFO OCT-01 ISO-00 SSO-00 /026 R

DRAFTED BY IO:RLBARRY
APPROVED BY IO:CWMAYNES
OES/CP:MGREEN-TNELSON (SUBSTANCE)
S/S-O: TMARTIN
AID/DS/POP:LDEMERSON (SUBSTANCE)
BA/VLC: MOWENS (SUBS)
C: MOWENS (SUBS)

-----026654 102139Z /71

O 102127Z JUN 78
FM SECSTATE WASHDC
TO USMISSION GENEVA IMMEDIATE
INFO USMISSION USUN NEW YORK IMMEDIATE

C O N F I D E N T I A L STATE 148151

EXDIS GENEVA FOR USDEL UNDP - DR. BOURNE

E.O. 11652: GDS

TAGS: UNDP, UNFPA, EAID

SUBJECT: 25TH GOVERNING COUNCIL - UNFPA COUNTRY PROGRAM
FOR VIETNAM.

1. BECAUSE OF ITS SERIOUS CONCERNS ON POLITICAL, HUMANI-
TARIAN AND SUBSTANTIVE PROGRAMMING GROUNDS, DEPARTMENT HAS
URGED UNFPA NOT TO SEEK UNDP GOVERNING COUNCIL APPROVAL OF
THOSE ELEMENTS OF ITS VIETNAM COUNTRY PROGRAM HAVING TO DO
WITH POPULATION RESETTLEMENT IN NEW ECONOMIC ZONES. ASSIST-
ANT SECRETARY MAYNES WROTE TO UNFPA DIRECTOR SALAS ON
JUNE 7 URGING THAT UNFPA RECONSIDER ITS POSITION ON THESE
ELEMENTS OF PROGRAM AND DEPUTY ASSISTANT SECRETARY BARRY
(IO) CALLED SALAS JUNE 8 TO STRESS THE IMPORTANCE USG
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ATTACHES TO THIS ISSUE AND URGED THAT SALAS DELAY SEEKING
UNDP APPROVAL OF PROGRAM PENDING FURTHER CONSULTATIONS.

2. UNFPA DEPUTY DIRECTOR GILLY URGENTLY FLEW TO WASHING-
TON ON AFTERNOON OF JUNE 8 AND MET WITH MAYNES, BARRY,
NORRIS (IO/DHP), EMERSON (AID), AND NELSON (OES). DEPART-
MENT OFFICERS MADE FOLLOWING POINTS:

A. USG IS NOT REPEAT NOT OPPOSED TO MULTILATERAL ASSISTANCE FOR VIETNAM. IN FACT PRESIDENT, VICE PRESIDENT AND SECRETARY ARE PRESENTLY ENGAGED IN MAJOR EFFORT TO HEAD OFF RESTRICTIVE AMENDMENTS TO LEGISLATION WHICH WOULD DAMAGE OR DESTROY OUR ABILITY TO SUPPORT UN PROGRAMS. UNFPA INVOLVEMENT IN A POLITICALLY SENSITIVE PROJECT INVOLVING POPULATION RESETTLEMENT IN VIETNAM AT THIS STAGE COULD CATALYZE CONGRESSIONAL OPPOSITION TO UN PROGRAMS AND CRIPPLE THE ADMINISTRATION'S EFFORTS TO AVOID SUCH RESTRICTIONS.

B. WE ARE PARTICULARLY CONCERNED THAT SUPPORT FOR SUCH A PROGRAM COULD UNDERMINE U.S. SUPPORT FOR UNFPA. FUND COULD BE PUTTING AT RISK U.S. CONTRIBUTION OF SOME 30 PCT TO A BUDGET OF \$105 MILLION IN ORDER TO PUSH AHEAD WITH A \$3 MILLION PROGRAM SEGMENT.

C. U.S. IS CONCERNED ABOUT HUMAN RIGHTS IMPLICATIONS OF POPULATION RESETTLEMENT IN VIETNAM. PROGRAM IS WIDELY REGARDED AS COERCIVE AND POLITICAL IN NATURE. U.S. EXPERIENCE IS THAT IT IS NOT POSSIBLE TO MONITOR EFFECTIVELY AID PROGRAMS BEING CARRIED OUT IN NEW ECONOMIC ZONES IN VIETNAM.

D. WE ARE ALSO CONCERNED ABOUT THESE PROGRAM COMPONENTS
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ON SUBSTANTIVE PROGRAMMING GROUNDS. GIVEN THE LARGE BACKLOG OF MORE TRADITIONAL APPROVED PROJECTS WHICH CANNOT BE FUNDED, IT APPEARS QUESTIONABLE TO STRIKE OUT IN THIS NEW DIRECTION WHICH IS ONLY TENUOUSLY RELATED TO DEVELOPMENT.

E. WE HAVE NO OBJECTION TO USING THIS \$3 MILLION FOR ANOTHER ASPECT OF UNFPA VIETNAM PROGRAMS NOT DIRECTLY RELATED TO POPULATION RESETTLEMENT. FUNDS COULD BE PUT INTO CONTINGENCY RESERVE AND USED FOR OTHER PURPOSES.

F. SHOULD UNFPA GO AHEAD AND SEEK UNDP GOVERNING COUNCIL APPROVAL FOR THE COUNTRY PROGRAM AS IT IS PRESENTLY WRITTEN, U.S. WOULD HAVE NO CHOICE BUT TO PUBLICLY DISASSOCIATE ITSELF FROM THE CONSENSUS WITH POTENTIALLY FAR REACHING EFFECTS FOR OUR SUPPORT FOR UNFPA.

3. GILLY MADE FOLLOWING POINTS IN RESPONSE:

A. UNFPA HAD BEEN DISCUSSING THIS PROGRAM WITH U.S. FOR MONTHS AND HAD NO IDEA UNTIL JUNE 7 THAT U.S. OPPOSED THESE ELEMENTS OF PROGRAM SO STRONGLY. (DEPARTMENT

OFFICERS RECALLED THAT THEY HAD RELAYED OUR MISGIVINGS TO UNFPA ON A NUMBER OF OCCASIONS.)

B. MANY U.S. CONCERNS HAD ALREADY BEEN TAKEN INTO ACCOUNT BY UNFPA. SRV ORIGINALLY WANTED 70 PCT OF PROGRAM DEVOTED TO RESETTLEMENT AND THIS HAD NOW BEEN CUT BACK TO 15 PCT.

C. COUNTRY PROGRAM INCLUDING THESE ELEMENTS HAD BEEN CIRCULATED THREE WEEKS AGO AND UNFPA COULD NOT WITHDRAW IT NOW.

D. SALAS WOULD BE PREPARED TO ASSURE GOVERNING COUNCIL THAT HUMAN RIGHTS ASPECT OF PROGRAM WOULD BE CLOSELY MONITORED. SRV WOULD PERMIT TWO UNFPA REPRESENTATIVES
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TO RESIDE IN HANOI AND TRAVEL TO NEW ECONOMIC ZONES WHERE PROGRAMS ARE BEING CARRIED OUT. (DEPARTMENT OFFICERS EXPRESSED SKEPTICISM ON THIS POINT.) SHOULD ACCESS BE DENIED, UNFPA WOULD BE PREPARED TO END PROGRAM.

E. FINALLY, GILLY SUGGESTED THAT SALAS MIGHT BE WILLING TO REFRAIN FROM SEEKING UNDP GOVERNING COUNCIL APPROVAL OF PLAN PENDING FURTHER CONSULTATIONS IF U.S. AND OTHERS EXPRESSED THEIR CONCERNS DURING GOVERNING COUNCIL MEETING. DEPARTMENT OFFICERS SAID THAT A PUBLIC DISCUSSION LIKE THIS COULD LEAD TO A CONFRONTATION AND POSSIBLE APPROVAL OF PROGRAM OVER U.S. OBJECTIONS.

4. POINTING OUT THAT WE HAVE NO DESIRE TO PUBLICLY CHALLENGE SRV ON AID ISSUES, ASSISTANT SECRETARY MAYNES (IO) CONCLUDED DISCUSSION BY SUGGESTING THAT UNFPA CONSULT URGENTLY WITH SRV IN AN EFFORT TO PERSUADE THEM TO AGREE TO DEFER ACTION ON UNFPA PROGRAM OR DIVERT \$3 MILLION EARMARKED FOR RESETTLEMENT INTO MORE ACCEPTABLE AREAS. MAYNES POINTED OUT THAT SRV SHOULD UNDERSTAND THAT MUCH MORE IS AT STAKE THAN \$3 MILLION IN UNFPA FUNDS. WORLD BANK HAS ANNOUNCED A MAJOR LENDING PROGRAM AND OTHER UN AGENCIES ARE PROVIDING MUCH MORE IN ASSISTANCE. A DISPUTE ABOUT UN INVOLVEMENT IN THE VERY CONTROVERSIAL AREA OF POPULATION RESETTLEMENT NOW COULD ENDANGER THESE LARGER VIETNAMESE INTERESTS. GILLY AGREED TO CONTACT SALAS URGENTLY AND RECOMMEND THAT HE BE IN TOUCH WITH VIETNAMESE PRIOR TO GOVERNING COUNCIL MEETING. LITTLE TIME REMAINS AS SALAS WILL BE LEAVING NEW YORK OVER THE WEEK END AND ARRIVING IN GENEVA ON MONDAY.

FOR US DELEGATION GENEVA: YOU SHOULD CONTACT SALAS AT THE EARLIEST OPPORTUNITY IN GENEVA AND GO OVER THE POINTS
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MADE IF PARA 2 ABOVE AND IN MAYNES/SALAS LETTER WITH HIM.
YOU SHOULD CONTINUE TO PRESS HIM NOT TO SEEK GOVERNING
COUNCIL APPROVAL OF THE PROGRAM AS IT NOW STANDS BUT

MODIFY IT OR DEFER CONSIDERATION PENDING FURTHER CONSULTA-
TIONS. YOU SHOULD NOT REPEAT NOT INDICATE THAT THE KIND
OF SOLUTIONS GILLY RECOMMENDED CONCERNING UNFPA ASSUR-
ANCE ON HUMAN RIGHTS ASPECTS OR PUBLIC DEBATE SCENARIO
WOULD BE ACCEPTABLE TO U.S. YOU SHOULD ALSO CONTACT
FRIENDLY DELEGATIONS, PARTICULARLY UK, DUTCH AND SWEDISH,
WHOM WE UNDERSTAND HAVE EXPRESSED CONCERNS ALREADY AND
COORDINATE STRATEGY WITH THEM. THEY SHOULD BE URGED TO
MAKE THEIR OWN APPROACHES TO SALAS. VANCE

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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: EXECUTIVE COUNCIL, MEETINGS
Control Number: n/a
Copy: SINGLE
Draft Date: 10 jun 1978
Decaption Date: 20 Mar 2014
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978STATE148151
Document Source: CORE
Document Unique ID: 00
Drafter: RLBARRY
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780243-0822
Format: TEL
From: STATE
Handling Restrictions:
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780672/aaaackev.tel
Line Count: 188
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: d7a5bf8b-c288-dd11-92da-001cc4696bcc
Office: ORIGIN SS
Original Classification: CONFIDENTIAL
Original Handling Restrictions: EXDIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 4
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: EXDIS
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 02 aug 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2402849
Secure: OPEN
Status: NATIVE
Subject: 25TH GOVERNING COUNCIL - UNFPA COUNTRY PROGRAM FOR VIETNAM.
TAGS: EAID, VM, UNDP, UNFPA
To: GENEVA
Type: TE
vdkgvwkey: odb://SAS/SAS.dbo.SAS_Docs/d7a5bf8b-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014